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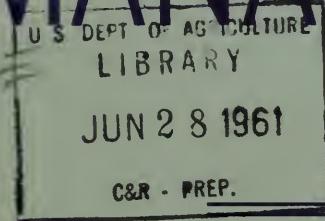
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# TRAINING IN ADMINISTRATIVE MANAGEMENT



## Workshop,

HOTEL KING CARTER,  
RICHMOND, VIRGINIA  
NOVEMBER 27 -

DECEMBER 2, 1960

40  
U.S. Department Of Agriculture

UNITED STATES  
DEPARTMENT OF AGRICULTURE  
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FOREWORD

The fourth of the current series of TAM Workshops was held during the period November 27-December 2, 1960 at the King Carter Hotel, Richmond, Virginia. The purposes of the Workshop are: (1) To assist those in management and supervisory positions to develop their skills and to strengthen their knowledge of sound management practices; and (2) to help those in management and supervisory management positions gain a broader understanding of the Department in terms of its agencies, functions, and programs.

The excellent program of this Workshop attained these objectives in full measure. The speakers were of a very high caliber, outstanding in their respective fields and possessing the important ability to generate keen interest in the variety of subjects presented.

This summary of the Workshop Proceedings records the important tangible events; however, we cannot adequately record the fine spirit of comradeship and cooperation which dominated the King Carter's Stonewall Jackson Room during the entire session.

## ACKNOWLEDGEMENTS

The participants of the TAM Workshop express their appreciation to The Planning Committee for the planning and organizing that resulted in such a fine program. The planning committee consisted of the following members:

Walter M. Carleton, ARS  
Gerald E. Ryerson, SCS  
David M. Pettus, AMS  
Harry B. Wirin, CSS  
Ernest C. Neas, FCIC  
Everett C. Weitzell, REA  
Tony Baldauf, OPO

We should like to tender our special personal thanks and appreciation to Albert T. Greatorex, who did everything that he could possibly do to insure the success of the Workshop.

The Program Speakers also deserve special mention for injecting enthusiasm, contributing to the esprit de corps, and being plain good guys.

Agency Participants in  
TAM (Training in Administrative Management) Workshop  
Hotel King Carter, Richmond, Virginia  
November 27 - December 2, 1960

<u>Agency</u>	<u>Name, Position, and Division</u>
Agricultural Conservation Program Service	Walter C. Bunch Deputy Director Division of Information
Agricultural Research Service	Paul C. Wirth Chief, Records Management Branch Administrative Services Division
	Victor J. Kilmer Assistant to Branch Chief Eastern Soil and Water Management Research Branch Soil and Water Conservation Research Division
	Homer Autry Staff Specialist Plant Pest Control Division
	J. Grant Swank Employee Development Officer Employee Development and Safety Branch, Personnel Division
Farmer Cooperative Service	J. Warren Mather Chief, Farm Supplies Branch Purchasing Division
Federal Extension Service	Buel F. Lanpher Chief, Farm Management and Production Economics Branch Division of Agricultural Economics Programs
Forest Service	Veldon A. Parker Chief, Administrative Issuances Branch Division of Administrative Management
	Jack G. Heintzelman Health and Safety Officer Division of Personnel Management

<u>Agency</u>	<u>Name, Position, and Division</u>
Forest Service (continued)	Louis A. Hepfl Civil Engineer Division of Engineering
Soil Conservation Service	George B. Buller Assistant Director Administrative Services Division
	Sheldon G. Boone Soil Conservationist Projects Branch Watershed Planning Division
Agricultural Marketing Service	Glenn W. Suter Head, Systems and Programming Section, Data Processing Branch Statistical Standards Division
	Paul A. Nicholson Chief, Fruit Branch Fruit and Vegetable Division
	Jerry Goodall Acting Chief, Program Analysis Group Livestock Division
Commodity Exchange Authority	Ridgely C. Dorsey Assistant Director Trading Division
Foreign Agricultural Service	Burton A. Baker Assistant to the Assistant Administrator Agricultural Attaches Office of the Assistant Administrator
	Arthur M. Flatequal Deputy Director of Budget and Finance Division, Management
Commodity Stabilization Service	A. T. Chapman Management Analyst Directive Systems Analysis Division
	Edwin H. Matzen Sugar Marketing Specialist Sugar Division

<u>Agency</u>	<u>Name, Position, and Division</u>
Federal Crop Insurance Corporation	George E. Evans Supervisory Accountant
Farmers Home Administration	Odom Stewart Operating Loan Officer
Rural Electrification Administration	Richard G. Schmitt, Jr. Head, Operations Section Northeast Area - Telephone
	Hubert Wales Assistant Director Northeast Area - Electric
Office of the General Counsel	Charles Abramowitz Attorney Staff Legal Services
Office of Administrative Management	Virginia W. Thatcher Management Analyst
Office of Budget and Finance	John C. Cooper, Jr. Deputy Director
Office of Information	Ben Murow Assistant Chief Arts and Graphics Division
Library	Angelina J. Carabelli Chief, Circulation and Photocopy Section Division of Reference and Lending Services
Office of Personnel	John E. Francis Chief, Review and Adjudication Division
Office of Plant and Operations	Mackey W. White Chief, Real Estate Division



## PROGRAM AGENDA

Sunday, November 27, 1960

Evening Session  
7:00 - 9:30

- "Welcome Address" . . . . . Edward H. Steinberg  
Assistant to the Assistant  
Administrator (Operations)  
Farmers Home Administration  
and  
TAM Work Group Representative
- "Background and Objectives  
of TAM" . . . . . Edward H. Steinberg
- "Introduction of Participants" . . . Paul A. Nicholson,  
Agricultural Marketing  
Service  
Session Coordinator
- "Program Announcements" . . . Albert T. Greatorex  
Executive Secretary  
TAM Work Group  
and  
Workshop Director



## BACKGROUND AND OBJECTIVES OF TAM

By Edward H. Steinberg

Edward H. Steinberg is a native of Maryland and a graduate of the School of Public Administration of the University of Maryland. He worked in private industry in an administrative capacity until he joined the staff of the Department as Assistant to the Assistant Administrator of the Farmers Home Administration. He is a member of the Department's TAM Work Group, and is Chairman of the Department's Management Conference.



### SUMMARY

Mr. Steinberg said that the Department conducts a program of Training in Administrative Management.

The grade structure of those attending the Institutes and Workshops for the most part ranges from GS-12 to GS-15.

The objectives of TAM Workshops are (1) to assist those in Management and supervisory positions to develop their skills and strengthen their knowledge of sound management practice, and (2) help them gain a broader understanding of the Department in terms of its agencies, functions, and programs.

The U. S. Department of Agriculture conducts a program of Training in Administrative Management (TAM) under the direction of a Management Improvement Committee, established by the Secretary of Agriculture. Two major types of activities are involved:

1. TAM leadership institutes on a regional basis.
2. TAM workshops within individual States.

To date and since 1951, eight TAM Institutes have been held throughout the country and 263 supervisory personnel have attended these sessions. Since 1948, fifty-two Workshops have been held. 1519 employees have attended these various sessions throughout the country. The greatest impetus of the TAM program has occurred from 1957 to the present time.

Four objectives the Department expects to obtain from this Workshop are:

1. Better trained employees who in all likelihood will be considered for higher supervisory and administrative positions.
2. Improved performance by trainees already in responsible positions.
3. Development of administrative information for general use in the Department.
4. Nucleus from which better training in administrative management will spread through the Department.

Five benefits participants may expect to receive from this Workshop are:

1. Opportunities to hear and become acquainted with outstanding management resource people.
2. Opportunities to associate with your fellow agricultural cohorts on administrative problems of mutual interest.
3. Opportunities to develop cooperative solutions to problems of administration from own agency or other agencies within the Department.
4. To receive guided instruction on management principles.
5. Opportunities to receive and discuss some of the outstanding publications in the field of administrative management.

## PROGRAM ANNOUNCEMENTS

By Albert T. Greatorex

Albert T. Greatorex is a graduate of St. Anselm's College, Manchester, New Hampshire, with a B. A. degree in Biology and Education. He has a M. A. degree in Personnel Management from George Washington University. He worked for the Navy Department, and later came to the Department of Agriculture as Employee Development Officer of the Agricultural Research Service. He is in the Office of Personnel, and serves as Executive Secretary and Workshop Director for TAM.



### SUMMARY

This will be a rich and stimulating experience for all members of the Workshop. All members have been assigned responsibilities, and will be expected to participate fully in the work that has been assigned. The program has been designed to enable participants to determine areas in which further self improvement is needed. In order to determine if this workshop has accomplished its objectives and to be of assistance in organizing programming for workshops in the future, each participant will be requested to evaluate the benefits he receives from the program during the week.

Odom Stewart, FHA  
Burton A. Baker, FAS  
Summarizers

Monday, November 28, 1960

Morning Session  
8:30 - 11:30

"Announcements" . . . . . Edwin H. Matzen, CSS,  
Session Coordinator

8:30 - 10:30

"Your Job as a Manager in  
the Federal Government". . Mr. Roy Crawley  
Senior Staff Member  
Brookings Institution  
Washington, D. C.

10:45 - 11:30

"Broader Understanding  
of USDA" . . . . . Mr. Ernest C. Betts, Jr.  
Director of Personnel  
U. S. Department of Agriculture  
Washington, D. C., and  
Co-Chairman, TAM Work Group

"This topic will cover the historical development of the U. S. Department of Agriculture; general description of the Department's structure and programs. Interspersed in this presentation will be discussions by participants."

Afternoon Session  
12:30 - 5:00

12:30 - 3:00

"Announcements" . . . . . Walter C. Bunch, ACPS,  
Session Coordinator

"Broader Understanding  
of USDA" . . . . . (Continued)

3:15 - 5:00

"Work Group Meetings"

## YOUR JOB AS A MANAGER IN THE FEDERAL GOVERNMENT

By Roy Crawley

Roy W. Crawley was educated at Oberline College and also the University of California at Los Angeles. He was a recipient of the Miller Scholarship at Oberlin and Rockefeller Fellowship from the National Institute of Public Affairs. During World War II, he served as a naval aviator from 1942-46 in the U. S. Navy.

Mr. Crawley entered Federal Service in 1948 with the U. S. Civil Service Commission, and later transferred to CIA as an Assessment Psychologist. From 1950-51, he served as Director of the Off-Campus Division, College of General Studies, George Washington University. He returned to government as Director of Civilian Training for the Navy Department in 1951 and during the next five years, served as Head of the Management Control Branch and as Director of the Coordination Staff in the Administrative Office, Department of the Navy. In 1956, he was detailed to a special assignment with General Services Administration to assist in the reorganization of that agency. Subsequently, he accepted a position with GSA as Executive Assistant to the Deputy Administrator and was appointed Director of Administration of GSA in 1958. Mr. Crawley received the Distinguished Service Award in 1959. He is presently a member, Senior Staff, Conference Program on Public Affairs of The Brookings Institution.

### SUMMARY

In his introductory remarks, Mr. Crawley directed attention to the various ways of analyzing and thinking about the job of the manager in an executive agency. He outlined the philosophies of a number of outstanding individuals and directed attention to the emphasis which has been placed on the characteristics or traits of an executive rather than what he does. He proposed this definition--"An Executive (1) directs activities of other people, and (2) undertakes responsibility for achieving certain objectives." Mr. Crawley feels that the dimensions of executive ability are (a) Technical, (b) Administrative, (c) Behavioral, and (d) Conceptual.

A. Technical Dimension

1. General. Proficiency in a certain activity involving methods, procedures, and techniques.

Requires specialized knowledge, analytical ability within the speciality, and facility in use of tools and techniques of the speciality, e.g., Supply Officer, Accountant, Management Analyst.

Most Concrete Dimension; involves working with things. In this age of specialization, it is the function required of the greatest number of people (Management Intern Training Program).

B. Administrative Dimension

1. General. Proficiency in planning, budgeting, staffing, coordinating, reporting, organizing and the like.

Involves systems and processes.

C. Behavioral Dimension

1. General. Ability to work effectively with others and to build cooperative group effort.

Demonstrated in way an individual perceives, and recognizes, and in the way he behaves subsequently. Involves awareness of own attitudes, assumptions, and beliefs about others as well as sensitivity to needs and motivations of others.

Concerned with working with people.

Know Yourself; understanding and acceptance.

2. Historic developments behind implied notions about organizational behavior.

(a) In any given time, executives hold to some kind of theory or strategy or assumptions concerning human behavior and how they can manipulate it to get production from people.

(b) When large scale organizations began to be established after the Industrial Revolution, the era of Taylorism or Scientific Management arose.

(c) "People without Organization" Phase. In late 1920's, the problem of restriction of output by workers became greater and greater. (Elton Mayo, English psychoanalyst, fled to Australia to get away from his wife and met the Anthropologist Malenovsky there. Mayo left Australia for same reason and went to California where he met a Trustee of Harvard University who got him appointment on the faculty.)

(1) Mayo determined to take an anthropologist's view of American industry.

(2) Carried on series of experiments for nearly nine years at Hawthorne Plant of Western Electric.

(d) Post World War II Phase.

(1) Human Relations School blossomed. Its motto was "The Happy Worker is the Good Worker."

(2) All kinds of training programs evolved.

(3) Era of psychological tests of all kinds and types.

(e) Research of the 1950's.

(1) Likert at University of Michigan.

(2) Stein at University of Chicago.

(3) Shepherd at Standard Oil and Case Institute of Technology.

(4) Argyris at Yale University.

(5) Bennis at MIT.

(6) Again confirmed the power of the informal group.

(7) Today, management has solved the problem of discontent but has not solved the problem of real morale, enthusiasm, and zest for work.

### 3. What is Behavior?

(a) Result of inherited dispositions and environmental experiences.

(b) Two components--individual differences and areas of similarity.

(c) Individual differences--People are not all the same--different inheritance, training, education, and experience.

(d) Areas of Similarity.

(1) Morale.

(2) Motivation and drive.

(3) Tension and anxiety.

(4) Emotion--fear, anger, rage, grief, joy, etc.

(5) Frustration--failure to reach goals. Some areas are superiors, associates, subordinates, home and self. Methods of adjustment include solving problem, resignation, detour behavior leaving the field and aggression.

(6) Aggression

(a) Vicious cycle--all aggression stems from frustration and all frustration leads to aggression.

(b) Aggressive reactions to frustration are inhibited in direct ratio to anticipated threat to self.

(c) Release of aggression

Orally--traffic and other drivers, children, pets, etc.  
Self--development of physical problems.

Sublimation--interest in music, art, sports, etc.  
Key is understanding and accepting yourself.

#### D. Conceptual Dimension

1. Ability to see and comprehend the enterprise as a whole.
2. Involves recognition of how various functions depend on one another and how changes in any one part affect all the others.
3. Includes visualizing the relation of the individual organization to other organizations and to the political, social and economic forces of the nation as a whole.
4. Success of any decision depends upon the conceptual skill of those who make decisions and those who implement them.

(a) Chester I. Barnard (former president of New Jersey Bell Telephone Company, and student of administration):  
"....the essential aspect of the Executive process is the sensing of the organization as a whole and the total situation relevant to it."

#### E. Relative Importance

1. Conceptual encompasses consideration of other three.
2. At all organizational levels human relations is essential.
3. At lower levels--technical skill is most important.

4. At middle levels--technical skill becomes less important while need for administrative is paramount and conceptual becomes more important.

5. At top levels--conceptual is the prime need. The ability to see and comprehend the big picture.

F. Implications

1. Selection--emphasize skills of doing; examine ability to cope with actual problems and situations found on the job; forget testing to determine possession of specific traits.

2. Development--programs, which concentrate on mere imparting of information or cultivation of specific traits are unproductive; must relate to development of skills most needed at level of responsibility for which being considered.

3. Placement--suggests possibilities for creation of management teams with complementary skills.

G. Bibliography for "Your Job As A Manager in The Federal Government."

1. "The Individual Counts," National Education Association Journal. November, 1954.

2. "Wider Participation in Management" by Herbert Shepherd.

3. "The Individual and Organization: Some Problems of Mutual Adjustment" by Chris Argyris.

4. "Bureaucrats are Human" by Sidney Hook.

5. "Social Audit of the Enterprise" by Fred H. Blum.

6. "Maverickism--A New Business Value" by George S. Odihorne.

7. "Surcease for Caesars" by Nicholas Samstag.

8. Bureaucracy in Modern Society by Peter M. Blau.

9. Hospital Administration, Winter 1960.

a. "Personality and Organization" by Chris Argyris.

b. "The Social Context of Motivation" by Robert C. Stone.

10. "The Human Resources Function" by E. Wight Bakke.
11. The Job of the Federal Executive by Marver Bernstein.
12. A Philosophy of Administration by Marshall Dimock.

Homer Autry, ARS  
John C. Cooper, Jr., B&F  
Summarizers

## BROADER UNDERSTANDING OF USDA

By Ernest C. Betts, Jr.

Ernest C. Betts was born on a dairy farm in western Wisconsin. He attended local schools and continued his studies at the Platteville State Teachers College and Viroqua Vernon County Normal School, both in Wisconsin. Mr. Betts has been a teacher and principal in Wisconsin rural schools. Mr. Betts' service with the USDA began in January 1939 with the Soil Conservation Service. He subsequently held various administrative posts with USDA Office of Budget and Finance; the USDA Library; the Department of State and the Technical Cooperation Administration. In 1953, he returned to USDA as an assistant to the Secretary of Agriculture, and became Director of Personnel of the USDA on December 2, 1956.



### SUMMARY

Mr. Betts pointed out that one of the major objectives of the Workshop was to give participants a broader understanding of Our Department of Agriculture--why it was created, what its functions are and how the various agencies and staff offices operate. In his presentation, he sketched the early history of efforts to improve agriculture prior to the establishment of the Department in 1862. The main portion of the discussion concerned the organization of the Department, the functions of the Departmental Staff office, the functions of each of the agencies, and the interrelationships of agencies to each other. He pointed out that basically the Department has three functions--research to develop new techniques for the production and utilization of food and fiber; education to bring the results of research into general use; and action to provide service to the farmer or to the consumer.

#### I. Historical Background

##### A. No organized effort in Early American History.

1. Political leaders interested in advancement of agriculture.

2. Agricultural societies had annual fairs.

- B. Patent office received first appropriation.
- C. Significant laws and actions.
  - 1. Creation of Department of Agriculture 1862.
  - 2. Morrill Act 1862-- Land Grant College System.
  - 3. Became a Department in 1889.

II. Department serves all American Society

- A. Over half of budget costs serve all people.
- B. One-third of labor force in Agricultural-business.

III. Departmental Organization Chart and Functions

IV. Functions of Department characterized by R-E-A

- A. Research
  - 1. One farm worker feeds 25 people.
  - 2. Present knowledge will carry to 1975 only.
  - 3. Russia and China catching up.
- B. Education
  - 1. Research not effective, extended, and applied.
  - 2. County Agent--educational arm of all agencies.
- C. Action
  - 1. Services are provided direct to farmer and consumer.

V. Size of Department

- A. Total employment about 90,000 including about 14,000 part-time.
- B. Approximately 10,000 field locations.

VI. Have had loyal and dedicated workers

- A. USDA Managers must inculcate upon new workers.

George B. Buller, SCS,  
Buel F. Lanpher, FES  
Summarizers

Tuesday, November 29, 1960

Morning Session  
8:30 - 11:30

- "Announcements" . . . . . J. Warren Mather, FCS,  
Session Coordinator
- "Background of Modern Management" . . . . . Dr. Roy B. Eastin  
Professor, School of Business and Public Administration  
The George Washington University, Washington, D. C.
- "This subject will highlight the history and evaluation of current business and industrial management. In addition, it will illustrate the impact of various management philosophies, management concepts and principles upon modern management."

Afternoon Session  
12:30 - 5:00

12:30 - 3:00

- "Announcements" . . . . . Mackey W. White, P&O  
Session Coordinator
- "Managerial Decision-Making" Dr. Nathaniel Stewart  
Principal Lecturer  
American Management Association  
New York, New York, and  
Consultant, Management Education
- "Presentation of three dimensions of decision-making:  
(1) decision-making by the responsible official, (2) delegating decision-making to one's subordinate, and (3) decentralization and decision-making between headquarters and the field units of an organization.

Guidelines for decision-making in management.

Case study in decision-making."

3:15 - 5:00

"Work Group Meetings"

## BACKGROUND OF MODERN MANAGEMENT



By Roy B. Eastin

Roy B. Eastin is Professor of Business Administration at the George Washington University in Washington, D. C. He has been a member of the faculty for the last five years teaching courses in management in business and public administration.

Dr. Eastin served for twenty-five years in the United States Civil Service Commission. He entered the United States Government Printing Office as an apprentice in 1935, and served successively as journeyman printer, assistant to the director of personnel, assistant superintendent of documents, superintendent of documents, and executive officer, the top career

position. Dr. Eastin received the Government Printing Office's gold medal award for outstanding public service in 1959 and also received citations for distinguished public service from the Junior Chamber of Commerce, The National Civil Service League, and The Rockefeller Public Service Award Committee.

He holds the degrees of Bachelor of Arts and Master of Arts from The George Washington University, and the degree of Doctor of Philosophy from The American University. He is the author (with Dr. L. F. Schmeckebier) of a book now in press by the Brookings Institution entitled, "Government Publications and Their Use."

### SUMMARY

Modern management started in the beginning of the 16th century and was applied to a single function. Application of management to all activities was recognized during the latter part of the 17th century. At this time, it was introduced into the schools. Scientific management which recognized labor needs in relation to production was introduced during the beginning of the 20th century. Management evolution including production chart schedules, motion studies, principles in coordinating, and objectives or goals have paved the way to modern management.

## I. History of Current Business

### A. Biblical

1. Jethro establishes organization for Moses to lead tribes of Israel.
2. Egyptian's were excellent organizers--Architecture fine evidence of this.

### B. Approaches to Management

1. Technique of force.
2. Legal approach--right to proceed invested in someone.
3. Technical authority.
4. Hierarchy or military approach.
5. Economic approach. MONEY--pay people to have something done.
6. Behavioral approach--social psychology versus individual psychology.
7. Engineering approach. Scientific approach.
8. Consultative approach.
9. Technological approach (machines) IBM, etc.

## II. Modern History

### A. Cameralists. Austrian political scientists 1500 to 1700. They believed in:

1. Maximum potential for creating wealth.
2. Executive development.
3. Systematic development.
4. Specialization of function--George Zincke--1700 compiled a biography of 2000 titles 164 of which were on agricultural management subjects.

### B. Henri Fayol B. 1841 founded the modern approach to management.

1. Devised courses in management.

2. Divided work into production facilities.
  3. Planned commercial activities.
  4. Planned financial activities.
    - a. Budget.
    - b. Appropriations, etc.
  5. Advocated protection of property and person.
  6. Developed accounting and statistic principles.
  7. Developed managerial activities.
    - a. Planning.
    - b. Organizing.
    - c. Coordinating.
    - d. Control.
- C. GULIK famous for establishing POSDCORB
1. Planning.
  2. Organizing.
  3. Staffing.
  4. Directing.
  5. Coordinating.
  6. Reporting.
  7. Budgeting.
- D. Frederick W. Taylor--M. E. Leheigh University 1900 ?
1. Conceived the Keystone system of management.
    - a. Management should not engage in rate cutting.
    - b. Management should train employees.
    - c. Management should provide tools and place to work.
    - d. Believed in rest periods.

2. Management against these ideas at this time.
3. Unions react negatively to speed up techniques.

E. Henry Gant

1. Used chart technique to discern production.
2. Developed task and bonus system.
  - a. A basic rate for a certain amount of work.
  - b. A bonus if worker produced more.

F. Harrington Emerson--Scientific Manager

1. Widely known in field of Railroad management.
2. Believed that ideas create wealth, not land, capital or labor.

G. Frank and Lillian Gilbreth--Pioneers in motion study

1. Do things the best way--find out how to do it to eliminate wasted motion (Therblig).
2. Stress feelings, emotions and sentiments in solving management problems.
3. Worked intensively in brick laying techniques.

H. J. Russell Cobb--Harvard Lecturer

1. Feared over-specialization.
2. Feared over-organization.

I. Mary Parker Follett

1. Sought underlying principles of management problems.
2. Coordinated techniques in management.
3. Principles of Follett.
  - a. Investigate early stages.
  - b. Try to work with responsible people concerned with the problem.

- c. Reciprocal.
- d. Conflict is natural in organizations--do not fear them.
- e. Compromise--give up something to get something.
- f. Integrate ideas--enrich own ideas by taking in response of listener.
- g. Law of the situation--take cue from situation to solve your problem.

J. Chester Barnard--President, New Jersey Bell Telephone Company, and author of "Functions of the Executive."

- 1. Socialogical approach--authority a two-way street flows to bottom and bottom to top.

K. Peter Drucker--wrote: Practice of Management

- 1. Management by objectives.
  - a. Given goals and frame of reference allow manager initiative in solving problem.
  - b. Keep eye on problem to achieve desired results.

### III. Communications

A. Group participated in exercise to prove value of written communication.

- 1. Exercise also proved that:
  - a. Hearsay not acceptable as evidence.
  - b. Written information usually most reliable.

B. Group participated in a problem involving administrative procedures and human relations. This was the case of the Aeroponics Agency.

- 1. Five groups present five different plans.

### Bibliography:

- 1. "The Job of the Federal Executive," Marvey H. Bernstein, Brookings Institution, Washington, D. C.

2. "Management Principles and Practices," Dalton E. McFarland, MBA, Ph. D., The MacMillan Company, New York, N. Y.

3. "Personality and Organization," Chris Argyris, Harper and Brothers, New York, N. Y.

4. "The Practice of Management," Peter F. Drucker, Harper and Brothers, New York, N. Y.

Veldon A. Parker, F. S.  
Ben Murow, O. I.  
Summarizers

## MANAGERIAL DECISION-MAKING



By Nathaniel Stewart

Nathaniel Stewart received his Doctorate Degree from Columbia University. His record of public service includes service as Executive Assistant on the Hoover Commission. Dr. Stewart's current affiliations are: (1) Deputy Chief of Training, Public Administration Division, International Cooperation Administration; (2) a principal lecturer for the American Management Association; (3) faculty member of the Penn State and George Washington Universities in the field of management development; and (4) writer for Nation's Business Management Review.

### SUMMARY

Decision-making inherently involves risk. In contrast with decision-making by hunch or speculation, the real task of responsible officials in decision-making is the intelligent handling of risk. The rational of scientific management is the constant minimization of risk in decision-making. Decisions should be made at the lowest possible level or as close to the scene of action as possible. Decisions made at the top level requiring much concentration and expenditure of time, should be relatively few. The size and complexity of modern management is such that the place of the "lone wolf" in decision-making is passing; the ability to delegate authority in decision-making is the mark of an able manager; and the inability to delegate such authority is a common cause of failure among would-be managers.

#### I. Climate for good decision-making

1. Should be made at lowest possible level--close to scene of action as possible.
2. Should be on level assuring all activities affected by decision will be considered.
3. Should have potential for being converted into action.

4. Scientific approach to decision-making.
  - a. What is issue?
  - b. What are the facts?
  - c. What are the possible alternatives?
  - d. What apparently is the best alternative?
5. Must be timely.
6. Good decisions are derived from good overall policies.

## II. Two types of decisions

1. Those necessitated by current events and policies.
2. Those resulting from new ideas.

## III. Assets for decision-making

1. Goals.
2. Organization Structure.
3. Policies.
4. Standard operating procedures.
5. Responsibility and authority.
6. Experiences.
7. Common expectations.
8. Qualified people.
9. Informational sources.
10. Tradition.
11. Judgment.
12. Loyalties.
13. Creativity.

#### IV. Liabilities for decision-making

1. Narrow specialization.
2. Lack of time.
3. Policies--(Fuzziness-Obsolescence-Inconsistency).
4. Fraternization (too much of it).
5. Lack of comprehension.
6. Failure to distinguish between symptoms and cause.
7. Fixed attitudes.
8. Money (assumed unaccountability).
9. Fatigue.
10. Conflict.
11. Limited perspective on ideas and values.

#### V. Tests of good decisions

1. Executive perception of problem.
2. Calibre of decision.
3. Timing of decision.
4. Communication and acceptance of decision.
5. The outcome or consequence.

#### VI. Myths of decision-making

1. Good decision makers make many decisions. They actually make selectively few--crucial, finance, public relations, morale, critical situations affecting program.
2. Good decision maker makes fast decisions--what appears to be quick decision undoubtedly involved long thought.

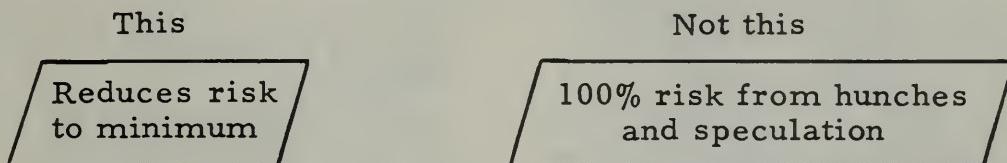
#### VII. Variety of decisions

1. High quality--low acceptance (budget-administration services).

2. Low quality--high acceptance (schedule of coffee breaks).
3. High quality--high acceptance (personnel standards).

### VIII. Decision making in scientific management

#### Scientific approach



Dr. Stewart discussed with reference to management in USDA the assets and the liabilities for good decision-making. Workshop members were then divided into six groups to select the three top problems or liabilities in management decision making in USDA. While there was considerable diversity of opinion, there was fairly general agreement by the six groups that the major hindrances to effective decision-making in USDA include:

1. Vagueness or "fuzziness" about policies.
2. Lack of time (often due to failure to delegate authority).
3. Fixed attitudes and internal conflicts.
4. Failure to distinguish between symptoms and causes.
5. Lack of comprehensiveness and perspective.

George E. Evans, FCIC  
Ridgely C. Dorsey, CEA  
Summarizers

Wednesday, November 30, 1960

Morning Session  
8:30 - 11:30

"Announcements" . . . . . Paul C. Wirth, ARS  
Session Coordinator

"Appraisal of Management  
Execution" . . . . . Gilbert C. Jacobus  
Professor  
School of Business and  
Public Administration  
The George Washington  
University  
Washington, D. C.

"Discussion of this subject will highlight some of the individual and group methods and techniques of identifying, measuring and appraising the execution of management responsibilities and functions."

Afternoon Session

12:30 - 5:00

12:30 - 3:00

"Announcements" . . . . . Richard G. Schmitts, Jr., REA  
Session Coordinator

"Human Relations and  
Motivation" . . . . . Arthur R. Laney, Jr.  
Lecturer in Psychology  
Psychology Department  
The George Washington  
University  
Washington, D. C.

"This topic will emphasize the principles of group action and group centered management to the problems of motivating employees; building and maintaining morale; and strengthening human relations. In addition, it will illustrate the use of group dynamics in supervision."

3:15 - 5:00

"Work Group Meetings"

Evening Session  
8:00 - 9:30

"Announcements" . . . . . Jack G. Heintzelman, FS  
Session Coordinator

"The Manager of Today and  
Tomorrow" . . . . . Dr. Joseph L. Krieger  
Professorial Lecturer and  
Management Consultant  
Washington, D. C.

## APPRAISAL OF MANAGEMENT EXECUTION

By Gilbert C. Jacobus

Gilbert C. Jacobus has served industry and government; the latter in operating agencies and the Executive Office of the President. He has served on major interdepartmental committees, founded the Army Management School at Fort Belvoir, written articles on management and executive development, and is currently devoted to research for the Army in assisting in improvement of its logistics system. Dr. Jacobus holds the degrees of LL. B., Georgetown University; M. B. A., New York University; and B. Sci., Rutgers University. He is currently Professor of Public Administration at The George Washington University.



Dr. Jacobus' lecture was mainly questions answered by the group, and a group discussion of a film entitled, "The Nature of Work," a study of a man promoted to a supervisor's job. A summation of the answers is set out below.

### SUMMARY

Evaluation of Manager's performance must be based on important elements.

Manager must balance his responsibility to employee and to the organization.

Supervisors must focus attention on individuals rather than job in order to attain best effect.

Subordinate managers cannot be properly evaluated on incomplete and inadequate information, and he should be oriented by his boss.

Evaluating an employee's execution is to measure him. Standards of measurement are generally unclear to the supervisor and unknown to the employee.

Devices for measuring an employee's performance, such as Civil Service ratings, fail because they represent a formula which is routinely applied to all job performances.

More important to establish rapport with employee by honesty and integrity in daily relationships than once a year verbal merit rating discussion.

Supervisor should list elements of employee's job and define standards of performance in collaboration with employee.

Conclusions from discussion of manager evaluation:

1. Standards of measurement are necessary.
2. Devices for measurement are usually inadequate.
3. Need for honesty and integrity.
4. List of standards needed for employee job.
5. Consider elements of manager's job.
6. Manager's responsibility balanced between people and organization.

Conclusions from discussion of movie:

1. One of management's greatest responsibilities is to obtain sufficient information to evaluate subordinate managers.
2. Manager must consider future as well as present.
3. Subordinate managers must be oriented to job.
4. Managers must focus on individuals to get production.
5. Consult subordinate to establish his work standards.
6. Avoid evaluation of subordinate on partial information and too few aspects of work.

Handouts:

"The Utilization of Nursing Personnel" by Sister Charles Marie Frank, Dean of Nursing, Catholic University, Washington, D.C.

"A Supervisor Fails?" by Professor Gilbert C. Jacobus, School of Business Administration, George Washington University, Washington, D.C.

Charles Abramowitz, OGC  
Aaron T. Chapman, CSS  
Summarizers

## HUMAN RELATIONS AND MOTIVATIONS

By Arthur R. Laney, Jr.

Arthur R. Laney was born in Chicago and raised in Cumberland, Maryland. He received his education at the George Washington University, Washington, D. C., where he is currently a Lecturer in Psychology. He received his Bachelor and Master degrees in 1947 and 1949, and his Doctor of Philosophy degree in 1957.

Dr. Laney has had twenty years of experience in personnel work with the Washington Gas Light Company, where he is now Assistant to the Director of Personnel. He has also had thirteen years of experience in teaching and consulting in the fields of psychology and human relations.



Dr. Laney is a member of the American Psychological Association, National honor societies in psychology and psycho-drama, and is a past President of the Washington Personnel Association.

### SUMMARY

The principles of group action and group-centered management to the problems of motivating employees; building and maintaining morale; and strengthening human relations were discussed. The use of group dynamics in supervision was illustrated.

Dr. Laney introduced his presentation with the basic needs of individuals and discussion of behavior assumptions from Lindgren's "Dynamic Approach to Human Behavior."

#### "Maslow's Classification of Basic Human Needs"

First level: The most essential body-needs--to have access to food, water, air, sexual gratification, warmth, etc.

Second level: Needs that relate to physical safety--to avoid external dangers or anything that might harm the individual.

Third level: Needs that relate to love--to be given love, affection, care, attention, and emotional support by another person or persons.

Fourth level: Needs that relate to maintaining satisfying relationships with others--to be valued, accepted, and appreciated as a person; to be esteemed and respected; to have status; and to avoid rejection or disapproval.

Fifth level: Needs that relate to achievement and self-expression--to be creative and productive; to perform acts that are useful and valuable to others; to realize one's potentials and translate them into actuality.

#### Assumptions of Lindgren's "Dynamic Approach to Human Behavior "

1. All behavior is caused.
2. All behavior is purposive.
3. Causes and purposes are multiple.
4. Behavior is a continuing process.
5. Behavior involves the total human organism.

This was followed by a discussion of "Is satisfaction enough?" and "Some Implications for Administrators."

"We know from our experience that our needs are never wholly satisfied. As soon as one of our needs is satisfied, new and different needs appear in an unending stream. Therefore, if employees are always reaching out to satisfy new needs, new hopes, and ambitions, it cannot be said that satisfying a static set of basic human needs is enough to help management provide a dynamic urge for employees to produce.

"Our goal cannot be to provide the kind of empty satisfactions that lead to complacency, laziness, and lack of responsibility for results. Instead our goal should be to provide a well-organized working environment where physical and mental obstacles to production are removed and where people are challenged to optimum effort because they see this as worthwhile and soul-satisfying for them.

"This implies aggressive and inspired and sensitive leadership, high standards of performance, and adequate discipline which leads to mutual respect. In such an environment, employees see management creating opportunities for them to grow and to utilize their physical and mental skills in meaningful work under good supervision.

"Employees should be expected and will like to assume responsibility to participate in the planning and achievement of

goals which they understand and helped to formulate. Self-imposed discipline and social controls within work groups will gradually take over so that outside pressures from supervision can be reduced.

"In this kind of working environment, respected people will be much more likely to feel that their own goals can best be achieved by directing their freely given energies toward organization objectives which they understand, accept, and consider worthwhile for the long-run future."

Dr. Laney stressed the thesis that work behavior is essentially social in nature and administrators must deal not just with individuals but with groups (cliques).

Groups were defined as associations of people who meet face to face frequently; have certain common sentiments, attitudes, and values; carry on activities together; have feelings of mutual identification and recognition; and normally pursue a common goal.

Norms arise out of needs, conscious or unconscious, of the groups to find acceptable ways and means of attaining its objectives.

An accepted group way of doing things becomes a form of group control and pressure on the individual member. Norms thereby may become an obstacle to installation and adoption of better methods sponsored by management.

The groups back up beliefs by providing social punishments for nonconformity: loss of group standards, exclusion, ridicule, etc. Thus workers in offices and factories usually observe group norms more carefully than they observe performance standards and methods established for them by management.

Communication is the cement which holds the group together: it influences setting of group of objectives, norms, attitudes and perceptive, and is closely related to patterns of structure.

The real leader is the person who most effectively influences group activities toward goal setting and goal achievement. Better management of informal organization is perhaps "the next great breakthrough in management theory and practice."

Administrators must prevail on work groups to act in the firm's or agency's interest by:

1. Recognizing that groups (cliques) exist.
2. Training supervisors to deal with them.

3. Cataloging the major segments of groups (clique) organization.
4. Studying the operating techniques of groups (cliques).
5. Working through informal leaders.
6. Planning facilities so as to establish social status.

The discussions, questions, and answers were integral parts of Dr. Laney's presentation.

A. M. Flatequal, FAS  
Angelina J. Carabelli, Library  
Summarizers

## THE MANAGER OF TODAY AND TOMORROW

By Joseph L. Krieger

Joseph L. Krieger was born in New York City in 1916. He received his BBA (cum laude) and MBA degrees from the School of Business and Public Administration, College of the City of New York in 1936 and 1939, respectively. He also did additional graduate work in marketing at the Graduate School of Business, Columbia University, and received his Ph. D. degree (Public Administration) from the American University in 1956 with double distinctions in the Government, Budgeting, and Organization and Management Comprehensive examinations. His doctoral dissertation was: "Executive Development for Effective Executive Performance and Executive Success."

Dr. Krieger is Principal Technical Advisor, Career Planning and Occupational Development Branch, Headquarters USAF, and Professorial Lecturer in Business and Public Administration The George Washington University.

### I. Determine the problems to be studied and principles developed

#### A. The problems were grouped under ten issues:

1. Nature of the executive job.
2. Criteria for executive success.
3. Executive abilities and personal characteristics.
4. Executive motivation.
5. Objective of executive development.
6. Comparisons between executive development in industry and government.
7. What executives should know--subjects executives should study.

8. Executive selection.
9. How to develop executive talent.
10. General issues.

B. A principle was then defined as a statement reflecting a 90-percent agreement among the authorities.

C. Of the 51 principles of executive leadership to guide executive action, the following ten were presented.

#### The Executive Himself

1. Principle of motivation. In executive development, the motivation of executives is more important than techniques used.
2. Principle of dynamic action. Executives must be "dynamic" and not "static."
3. Principle of loyalty. An executive's loyalty to his organization should precede loyalty to his immediate superior.
4. Principle of orientation. Every new executive should use his first few weeks on the job to study the policies, programs, personalities, and the problems of the organization.

#### Obligations of Subordinates

5. Principle of capable support. An executive must surround himself with capable assistants.
6. Principle of effective subordinates. One of the best ways to measure effective executive performance is in terms of effectiveness of performance of subordinates being supervised.

#### Superior-Subordinate Relationships

7. Principle of coaching. An executive should coach, counsel, or otherwise aid in the career development of his subordinates.
8. Principles of participation. Executives should provide as many opportunities as possible for participation of subordinates.

#### Human Relations

9. Principles of handling people. Emphasis should be placed on developing executives who can handle people rather than things.

10. Principle of applied human relations. Executives must learn and develop an understanding of how to apply the implications of human relations.

II. Checklist procedure was used by authorities to determine the principles, but of the checklist statements, 77 were determined to be called "guides."

A. Of the seventy-seven guides, five were presented:

1. Concern with personnel matters.
2. Communications.
3. Understudies.
4. Success in similar jobs.
5. Executive leadership abilities and personal characteristics.

B. Ten significant elements of executive leadership abilities and personal characteristics:

1. Leadership.
2. Integrity.
3. Intelligence.
4. Use of good judgment and know-how to make decisions.
5. Initiative.
6. Know-how to develop subordinates and stimulate them.
7. Analytical reasoning and problem solving ability.
8. Know-how to stimulate teamwork for the good of the organization.
9. Emotional stability.
10. Courage.

Glenn W. Suter, AMS  
Hubert Wales, REA  
Summarizers

Thursday, December 1, 1960

Morning Session  
8:30 - 11:30

"Announcements" . . . . . John C. Cooper, Jr., B&F  
Session Coordinator

"Communications in Management". Robert L. Rees

"Discussion of this subject will center around the four basic methods of communications. This presentation will highlight some of the common problems experienced in informal communications and will illustrate methods and techniques for improving communications within an organization." Robert L. Rees  
Associate Extension Editor  
Virginia Polytechnic  
Institute  
Blacksburg, Virginia

Afternoon Session  
12:30 - 5:00

12:30 - 3:00

"Announcements" . . . . . Jerry Goodall, AMS  
Session Coordinator

"Public Relations" . . . . .

"Public Relations is a key part of the management job. It is interwoven into each decision by management and when used effectively, it becomes a conscious and continuous process. This decision examines how we can best recognize and discharge this responsibility." Harold R. Lewis  
Assistant Director  
Current Information Group  
Office of Information  
Washington, D. C.

Joseph A. Elliott, Editor  
Progressive Farmer Magazine  
Raleigh, North Carolina

3:15 - 5:00

"Work Group Meetings"

## COMMUNICATIONS IN MANAGEMENT

By Robert L. Rees

Robert L. Rees was born in Arlington, Massachusetts and attended public schools in Atlanta, Georgia. He attended Emory University for three years prior to World War II, entered the military service in 1941, and served for four years in the Marine Corps as a naval aviator.

At the end of the war, Mr. Rees returned to the University of Georgia and was graduated in 1948. He was employed as a sales manager and supervisor in a life insurance company until joining the staff of Virginia Polytechnic Institute in 1953 as associated editor for radio.

He is now serving as Director of Information in charge of radio-television-educational film production and at the same time is working toward his Master's degree.



### SUMMARY

Mr. Rees discussed and illustrated the importance of clear communications in management. Communication is a two-way system--it requires that the message be unmistakably clear and that the intended message is received and retained. Never ridicule a question--it indicates that the communication is not clear or is incomplete or both.

There are all sorts of ways to communicate. We interpret what has been given to us from our experience and knowledge. When communicating, our message has to be within the frame of experience of our audience. (Mr. Rees then demonstrated by presenting a written description of an animal. Participants drew an animal and drawings were shown. The animal was an aardvark. The drawings showed that interpretations were based on background.) Communication is too frequently one way, and signal is often sent without message.

When communicating:

1. Know your audience.

2. Know your subject.
3. Be sure channels are clear (timing and timeliness).
4. Check your response early (what is impact?).
5. Invite questions.
6. Test your communication.
7. Use visuals or visual words.
8. Define your words.
9. Use illustrations.
10. Be a good receiver.

Establish two-way communication. We have rapport when we communicate. We don't have it when we do not communicate. The better we communicate, the better job we do of management.

Be a good listener. This requires effort and concentration. Good listening is 50-percent of communication. (Mr. Rees demonstrated by giving a listening comprehension test on the "Battle of Waterloo").

Communication is understanding the other person and trying to make the other person understand you. (Mr. Rees demonstrated by group participation in viewing a film, "Production 5118").

There is no more important area in management than this area of establishing good communications between yourself and your superiors; yourself and your coworkers; yourself and your subordinates. All human beings are different. We must maintain effective communications. It is a personal relationship between you and other human beings. It needs to be done; it can be done, and the measure of success as a manager depends on how effective we can do the job.

Virginia W. Thatcher, OAM  
Victor J. Kilmer, ARS  
Summarizers

## PUBLIC RELATIONS

By Harold R. Lewis and  
Joseph A. Elliott

Harold R. Lewis was born in north-west Iowa and grew up on an Iowa corn-hog farm. He was graduated from Iowa State University in 1934, with a degree in agricultural journalism.

Mr. Lewis went to Rockwell City (Iowa) Advocate as news editor in September, 1934, and work included reporting farm news. In 1936, he was appointed assistant agricultural extension editor, University of Minnesota. In early 1939, he came to the Department in Washington to develop a weekly news service for the Agricultural Adjustment Administration. He headed up information work for the Office of Agricultural War Relations during the war, and also was employed in the War Food Administration.

Mr. Lewis served for a brief time in the information setup of the old Agricultural Research Administration. He became Assistant Director of Information in charge of press and special reports in 1951, and radio and television were added to his duties in 1954. He has handled information on U. S. exhibits in international trade fairs; in Munich in 1958 and in London in 1960.

Joseph A. Elliott was born in 1909 and reared on a farm in Montgomery County, Tennessee. He earned his B. S. A. at the University of Tennessee in 1930 and his M. S. A. in 1932.

He became Assistant and then Associate Extension Editor at the University during the 1933-1946 period. He joined the staff of The Progressive Farmer in 1946, and served as editor in several capacities. In 1959, he became Vice-President of the Progressive Farmer Magazine.



## SUMMARY

Mr. Lewis is currently in USDA public relations work. This work is primarily concerned with the link between the Department and public mass media. Speaking to the group as current and future administrators, he offered comments as to the public relations responsibility of the group. Emphasis was placed on the opportunities we, as managers, have in everyday contacts, and through our field representation, to provide information and guidance in support of Departmental programs and policies. Public relations is the manager's responsibility and should be an integral part of managerial operations.

### I. Functions of public relations:

1. Unavoidable--the public has a right to know about programs that affect them.
2. Must be right--public relations can only be good if programs are right.
3. Understandable--presented at average group level, within their experience and should be timely.
4. Continuous--cannot be carried out on a crash basis only.
5. Constantly improved--by use of specialized skills and information as available.
6. Evaluated--examine your public relations position periodically.
7. Two-way activity--information must flow out and response must come in.

II. Mr. Lewis pointed out that public relations is of such an important nature, that nearly every agency has made special effort to issue policy statements regarding public relation responsibilities of personnel within their agency. Mr. Lewis pointed out that the actions of any one agency within the Department would be reflected upon the entire Department.

Serious concern over the Department's public relations activities has been voiced by national agricultural organizations and the staff of land-grant schools. They particularly urge that the U. S. Department of Agriculture immediately take steps to explain effectively to the public the manner in which benefits of its services accrue to all citizens.

III. It was emphasized that the Department has a story to tell and many persons and organizations are anxious to help. This story can be told through public media, such as motion pictures, television, and radio. The Department's work touches the lives of everyone through its research, forestry and conservation practices, price stabilization work, credit, cooperatives, etc., thus stimulating the active public interest in our activities. The USDA has taken steps to tell our story. Information is being released through current periodicals, yearbook, television, radio, and press releases, and a recently completed film strip entitled, "Miracles from Agriculture."

Mr. Elliott's theme as he expressed it was that he was a newspaperman and therefore was interested in presenting news, but he preferred to present news that is favorable to farmers. He made a plea that we help the farmer by favorable publicity and declared this to be our public relation's job. Attention was called to the fact that farmers now comprise only a very small part of our population, about ten percent, and that there has been a change-over in public opinion so that today the public, including many with farm background, are not as sympathetic to the farmer as exterior impressions might reflect. Unwise and unfavorable public relations, he said, had contributed to this to the point where the farmer needed our help. He proposed that we stop talking about why it is necessary to subsidize the farmer, "lay off the parity concept" and begin presenting the farmer in a more positive way. He suggested that more be done in the public relations-management field to elevate the farmer in the eyes of the public. Mr. Elliott congratulated the Department on the film, "The Miracles of Agriculture," recently released by the Office of Information, and suggested more such publicity. Among the images he suggested we create were "the American farmer as the most efficient worker in the world," "the best food supplier in the world," and so forth. He reminded us that we must be the leaders in helping the farmer because agriculture is our business.

Louis Hepfl, FS  
John Francis, OP  
Summarizers

Friday, December 2, 1960

Morning Session  
8:30 - 11:30

"Announcements" . . . . . Sheldon G. Boone, SCS  
Session Coordinator

"Creativity and Innovation in  
Management . . . . . Mr. LeRoy Schneider  
Schneider Oil Company

"This topic will illustrate the importance of creativity and innovation in management. This presentation will highlight the necessity of not only keeping abreast of rapid changing technology and development, but for planning and looking ahead to the demands of the future. Techniques will be presented for developing ideas, of establishing a creative climate and attitude by management to increase efficiency and economy in operations within an organization."

Afternoon Session

12:30 - 4:00

12:30 - 3:30

"Announcements" . . . . . Burton A. Baker, FAS

"Work Group Presentations on  
Simulation Exercise" . . . . . Critiquing Panel  
Panel Moderator



Joseph P. Loftus, Director  
Office of Administrative  
Management, USDA  
Washington, D.C., and  
Co-Chairman, TAM  
Work Group

Panel Members



Howard P. Davis,  
Assistant Director, Food  
Distribution Division, AMS  
USDA, Washington, D. C.



Dr. Henry C. Starns,  
Personnel Director, Rural  
Electrification Administration  
USDA, Washington, D. C.



W. A. Minor, Assistant  
Administrator, Management  
Foreign Agricultural Service  
USDA, Washington, D. C.

3:45 - 4:15

"Evaluation of Workshop" . . . . .	Chairman, Evaluation Committee
"Presentation of Certificates" . . . .	Joseph P. Loftus
"Closing Remarks and Adjournment".	Albert T. Greatorex

## CREATIVITY AND INNOVATION IN MANAGEMENT



By LeRoy Schneider

Mr. Schneider is the president of the Schneider Oil Company, Inc., LeRoy Schneider Company, Inc., Schneider Enterprises, Inc., and Lexco Corporation. He is a conference leader at the Creative Thinking Institute, University of Buffalo, and instructor of Creative Problem Solving and Suspended Judgment for Management in Sales and Supervision. Mr. Schneider is a member of the Advisory Board, Creative Education Foundation, and a member of the Management Institute of Development.

### SUMMARY

Think up new or original ways to solve problems. This is the creative approach. You must have an open mind to do this. Don't resist change. Use your powers to learn and to think. Man fails for a physical, emotional or social reason. His needs, wants, desires, hopes and aims drive him on toward the goal he visualizes. They may be used to motivate him to do a better job. The attitudes of individuals are indicated in their state of mental or emotional readiness for some form of activity. These forms of activity are (1) the direct attack, (2) substitute acts of possible positive value, (3) substitute acts of negative value, and (4) advanced stages of negative value adjustment.

A creative approach is to apply your imagination to develop a new way to solve your problem. Think up a new or original approach.

Our mental powers are:

1. Absorptive power--the ability to observe and to apply attention.
2. Retention power--the ability to memorize and to recall.
3. Reasoning power--the ability to analyze and to judge.
4. Creative power--the ability to visualize, to foresee, and to generate ideas.

Through the first two of these, we learn and we think through the latter two.

Man fails for one of these reasons:

1. A physical reason
2. An emotional reason, or
3. A social reason.

Don't resist change. The ability to change is an indication of maturity. Approach each subject with an open mind.

You use three areas of the mind in learning:

1. The conscious--that of which you are aware.
2. The preconscious--the knowledge you store.
3. The subconscious--that of which you are not aware.

If we fail to observe or become conscious of what is going on, we don't retain or store it in our preconscious mind for use when needed to think and to develop creative ideas. Man can listen much faster than he can speak. Man remembers only a small percentage of what he hears. Notes of key words will enable him to recall much more. (That is the reason for this outline.) Visual aids help greatly in expanding the area of memory.

Objectives in the creative approach are:

1. Develop self confidence in your creative ability.
2. Motivate you to use your creative potential.
3. Keep an open mind.
4. Become aware of the excitement and challenge of life.
5. Point out the vital importance to you of your creative effort.
6. Make yourself sensitive to the problems that surround you.
7. Improve the abilities associated with creativity.

To carry out these objectives we have:

1. A philosophy of developing the attitude for action.
2. A procedure or the attitude in action.
3. A program or the attitude with action.

## Developing the attitude for action:

Man's ability in adopting to changes are partially tied to his ability to satisfy his five drives.

1. His needs such as food, shelter, money, etc.
2. His wants related to self-preservation.
3. His desires for love, friendship, acceptance, etc.
4. His hopes are satisfied by recognition, respect, etc.
5. His aims are satisfied by his own growth, personal creativity and other forms of attainment of his full human potential.

Man first tries to satisfy his most urgent drives working upward from needs to aims. A drive that has been satisfied will no longer motivate him; others must be used for that.

In satisfying drives and fulfilling aims, we need to recognize: (1) the role of intelligence, and (2) the problem of using and controlling freedom within a framework of superiors and subordinates.

Forms of motivation are: (1) force and fear, (2) persuasion, and (3) satisfactions.

Emotions cause failures to accomplish or to adjust to change.

## General varieties of adjustment:

1. Direct attack--study equipment used, methods of doing work, and fellow workers.
2. Substitute acts of possible positive value. Seek transfer to another job, other employment, and develop hobbies.
3. Substitute acts of negative value. Criticize, develop illnesses, assume air of superiority or inferiority.
4. Advance stages of negative value adjustment. Join physical cult, isolate one's self, long for death.

## Channel system of solving problems:

1. Selection--why, how, where, when.
2. Indoctrination--why, how, where, when.
3. Training--why, how, where, when.
4. Supervision--why, how, where, when.

5. Human relations--physical, social and emotional; drives--needs, wants, desires, hopes, aims.

6. Public relations--why, how, where, when; brainstorming--9 points illustrated with slides; good communications--13 points illustrated with slides.

Paul A. Nicholson, AMS  
J. Warren Mather, FCS  
Summarizers

The Friday afternoon session was the summation of all Workshop activity. At the beginning of the Workshop, participants were divided into three Committees, and given a "Simulation Exercise." The purpose of this exercise was to draw up the framework for a completely new USDA Agency to be called the Economic Development Administration, as authorized by the Depressed Areas Economic Recovery Act of 1960--both the agency and act were hypothetical. The fact that 900 million dollars and twelve additional supergrades were allocated by the new law to carry on the program indicated the vast scope, and consequent complexity of the "Simulation Exercise." The Exercise consumes a minimum of fourteen hours of each Workshop participant during the afternoon and evening of four days. The result of this very intense effort was reported on Friday afternoon by each Workshop chairman and/or his delegated representatives before a panel of experts. This panel was composed of Joseph P. Loftus, USDA Moderator; Howard P. Davis, AMS; Henry C. Starns, REA; and W.A. Minor, FAS.

After the three Committees had reported, the moderator and panelists commented on the conclusions of each Committee, pointing out those areas which coincided with the probable thinking of the USDA management as well as the weaknesses of the Committee's conclusions.

It was the consensus of the participants that, although the Simulation Exercise was rather arduous, the experiences gained through coping with the many problems relating to organization, assigning functions, staffing, and budget, were challenging, broadening, and as supplemented by the Panel, proved highly beneficial.

Edwin H. Matzen, CSS  
J. Grant Swank, ARS  
Summarizers

The session ended with the presentation of certificates to all Workshop participants by Mr. Loftus.

The entire group expressed its sincere appreciation to Albert T. Greatorex, whose tireless efforts made this workshop an outstanding success.

## REPORT OF ADVISORY COMMITTEE

This Committee met Sunday evening following the opening session and elected Paul C. Wirth, as Chairman, and John E. Francis, as Secretary.

On Tuesday morning, the Committee approved the recommendation of the Recreation and Social Committee to present to all of the Workshop participants a proposal to have a social affair, preferably a banquet, on Wednesday evening.

At other times during the week, the Committee recommended that the speed of the air conditioning fan be turned down because it was causing the deposit of a "sooty" material on the conference tables and on participants at points where the air ducts were above participants heads; arranged with the Workshop Director for proper cleanup of the Conference Room after each session, and assisted the Workshop Director in changing the seating arrangement after each session.

Actually the Advisory Committee found that it had very little to do because the Workshop Director had planned everything so well in advance.

Paul C. Wirth, ARS, Chairman  
Buel F. Lanpher, FES  
Paul A. Nicholson, AMS  
Burton A. Baker, FAS  
John E. Francis, OP

## REPORT OF RECREATION AND SOCIAL COMMITTEE

The Committee met on November 28, 1960, to determine recreational activities for the TAM participants. Mr. A. T. Chapman was elected Chairman, and Mrs. Virginia W. Thatcher, Secretary. In view of the heavy work schedule, the Committee recommended that recreation be restricted to a dinner prior to the Wednesday evening meeting. This was presented to the TAM group and accepted. Arrangements were made with the hotel management for carrying out the plan. The speaker for the evening, Dr. Joseph L. Krieger, and Mr. Robert L. Rees, the speaker for the following morning session, attended as guests of TAM.

A. T. Chapman, CSS, Chairman  
Virginia W. Thatcher, OAM  
J. Warren Mather, FCS  
Homer Autry, ARS  
Jack G. Heintzelman, FS

REPORT OF LIBRARY AND VISUAL AIDS COMMITTEE

The Committee met on November 27, 1960 to organize and determine operations and procedures to be followed during the Workshop. A Chairman and Secretary were elected.

Publications and visual material was inventoried.

An honor system rather than a formal charge method for borrowing printed and visual materials was instituted. All materials were loaned on a twenty-four hour basis.

A list of books and films available during the Workshop is attached.

Angelina J. Carabelli, Library,  
Chairman  
Glenn W. Suter, AMS  
Walter C. Bunch, ACPS  
Ridgely C. Dorsey, CEA  
Hubert Wales, REA

LEADERSHIP DEVELOPMENT LIBRARY

- Appley, L. A. --Management in action. 1956 (L. C. HD31. A62)
- Argyris, Chris--Personality and organization: The conflict between system and the individual. (LC HF5549. A391)
- Barnard, C. I. --Functions of the executive. 1945 (D. A. 249 B25)
- Bernstein, M. H. --The job of the Federal executive. 1958 (D. A. 249. 3 B45)
- Black, James M. --How to grow in management. 1957 (L. C. HF5500. B57)
- Brink, V. Z., and Cashin, J. A. --Internal auditing, rev. and rewritten by J. A. Cashin, ed. 2, 1958 (L. C. HF5667. B75)
- Columbia University Graduate School of Business. American Assembly. Federal Government service: Its character, prestige and problems. 1954 (D. A. 249. 39 C7222)
- Dimock, Marshall E. --Administrative vitality. 1959 (L. C. HD31. D54)
- Dooher, M. J. , and Marting, E. , ed. --Selection of personnel management. 2 volumes. 1957 (L. C. HF5500. D69)
- Douglass, Paul Franklin--Communication through reports. 1957. (L. C. PL1478. D6)
- Drucker, Peter F. --America's next twenty years. 1957 (L. C. HC106. 5. D74)
- Drucker, P. F. --The practice of management. 1954 (L. C. HD70. U5D7)
- Gates, J. E. --Applied imagination and creative thinking (Georgia business, Sept. 1956) (D. A. 280. 8 G29)
- Hall, H. S. --Improving the effectiveness of management. 1952. (Reprinted from University of Illinois Bulletin, v. 52, no. 23) (L. C. HD31. H23)
- Halsey, G. D. --Supervising people. 1946. (D. A. 249. 3 H16S)
- Hoslett, S. C. --Human factors in management. rev. ed. 1951. (L. C. HF5549. H54)

Jones, M. H. --Executive decision making. 1957 (L. C. HD31. J62)

Lateiner, A. R. --The techniques of supervision. ed. 2 1954  
(D. A. 249. 3 L34)

Leavitt, Harold J. --Managerial psychology. 1958 (L. C. HD31. L35)

McFarland, Dalton E. --Management principles and practices.  
1958 (L. C. HD31. M17)

Miller, Raymond W. --Can capitalism compete? 1959 (L. C.  
HC106. 5. M518)

Nichols, Ralph G. --Are you listening? 1957 (L. C. BF321. N5)

Osborn, Alexander F. --Applied imagination: principles and  
procedures of creative thinking. rev. ed. 1957 (L. C.  
BF408. 0775)

Pfiffner, J. M. --The supervision of personnel: Human relations  
in the management of men. ed. 2. 1951 (L. C. HF5549. P458)

Pigors, P., and Myers, C. A. --Personnel Administration. ed. 3  
1956 (D. A. 249. 3 P62)

Redfield, O. E. --Communication in management. The theory  
and practice of administrative communication. ed. 2. 1958  
(L. C. HF5549. 5 C6R4)

Roethisberger, F. L. --Management and morale. 1942 (L. C.  
HF5549. R6)

Selznick, P. --Leadership in administration: a sociological  
interpretation. 1957. (L. C. HD31. S37)

Shurter, Robert L. --Written communication in business. 1957.  
(L. C. HF5721. S54)

Simon, H. A. --Administrative behavior. ed. 2. 1957 (D. A.  
249 Si5)

Stahl, O. G. --Public personnel administration. (4th ed. of the  
previous work by Mosher, Kingsley and Stahl. 1956)  
(D. A. 249. 3 M85)

Stanford University, Graduate School of Business. Management  
for tomorrow. (edited by N. A. Glaskowsky.) (L. C. HF5761. S67)

- U. S. Civil Service Commission. Community relations; a guide for Federal agencies, 1958 (Personnel Management series no. 12) (D. A. 165 P432 no. 12)
- U. S. Civil Service Commission. Evaluating your personnel management (Personnel management series no. 6) 1954 (D. A. 165 P432 no. 6)
- U. S. Department of the Air Force. The management process. (Air Force Manual 25-1) 1954. (D. A. 159.21 M31)
- Uris, A. --The efficient executive. 1957 (L. C. HF5580. U66)
- Urwick, Lyndall F. --The pattern of management. 1956 (L. C. HD31. U76)
- What makes an executive? Report of a round table on executive potential and performance. Columbia University Press, 1955. (L. C. HF5500. W42)

## REPORT OF THE EDITORIAL COMMITTEE

This Committee received excellent cooperation from all Workshop participants. The Summarizers attempted to capture for the reader the main elements of the entire Workshop. The members of the Committee, who were responsible for establishing the style and format, planned the publication with an eye for future reference of the participants.

The Committee expresses its sincere appreciation to Julia B. Scaggs of ARS, who typed and assembled the first draft of the entire Workshop Proceedings, and to the Directives Management staff of the Forest Service, who developed the final camera-copy.

Sheldon G. Boone, SCS, Chairman  
Arthur M. Flatequal, FAS  
Victor J. Kilmer, ARS  
Veldon A. Parker, FS  
George E. Evans, FCIC  
Ben Murow, OI  
Mackey W. White, P&O  
J. Grant Swank, ARS  
Jerry Goodall, AMS

## REPORT OF EVALUATION COMMITTEE

I. Committee Procedure: The purpose of this Committee was to be responsible for establishing methods and procedures for appraising the daily activities of the Workshop. It was to present summaries of appraisals to participants at large as deemed appropriate.

On the first day of the conference, members of the Committee organized and elected Mr. Schmitt, Chairman, and Mr. Abramowitz, Secretary. The Committee considered its task and chose to use the aids provided by the Executive Secretary and to supplement these with Committee observations. Mr. Schmitt appointed Mr. Hepfl to summarize the "before" questionnaire and the following to summarize the daily evaluations: Monday, Mr. Stewart; Tuesday, Mr. Cooper; Wednesday, Mr. Matzen; Thursday, Mr. Abramowitz; and Friday, Mr. Cooper. It was agreed that the overall Workshop evaluation questionnaire would be filled out by participants on late Thursday afternoon and that the Committee as a whole would compile the results. Actually, because of lack of time, Messrs. Paul Wood and Albert Greatorex of the Office of Personnel assisted in summarizing the overall evaluation.

Mr. Schmitt presented an oral report of the committee to the participants at the scheduled time on Friday afternoon.

This report was circulated among the Committee members after return to Washington, a meeting of the Committee was held on December 8, 1960, and the report as presented was approved by the Committee.

**II. Summary:** The participants were given ample opportunity to evaluate the Workshop. They recognized their limited understanding of the Principles of Administrative Management and agreed that the week's session improved their individual and group understanding of the subject substantially. The participants recognized that the simulation exercise was a substantial undertaking and felt that the time was too limited to produce the quality of results they would have desired. Participants were most critical of the physical arrangements, particularly the chairs, lights, and temperature control. They felt some free time would have been desirable. Notwithstanding the apparent objective criticism, is the overriding fact that the participants appreciated this opportunity and believe that this week of stimulation will reward the Government in improved management.

**III. Preconference Level of Participants' Management Appreciation:** When the participants entered this Workshop, they anticipated benefits in line with the Workshops' objectives; namely, (1) to increase their management skills, and (2) increase their understanding of the USDA. They expressed the desire that the Workshop would give them a chance to exchange ideas, obtain confidence in their respective positions as managers and result in their being able to do a more satisfactory job when they returned to their desks. The participants realized at the outset their limitations in the "how" of supervising people and of the general aspects of management. This, of course, was to be expected since two-thirds of the participants had no previous organized management training, and most of the remaining had experienced only limited training. Although a few of the participants asked to be considered for this course, approximately 80 percent indicated they were sent by their respective agencies without any definitely announced purpose for their being sent. This is a breakdown in preparatory communication.

**IV. Areas of Evaluation:**

**A. Individual sessions.** An objective analysis of the sessions was made by converting comments to points, summarizing and comparing totals. This indicated that most of the speakers were received highly by the group. All of the speakers were highly resourceful, bringing out latent management qualities of the participants.

B. Overall Workshop. This evaluation is based on a study of the comments to questions asked on the overall TAM questionnaire. Respondents completed the questionnaire Thursday evening and early Friday morning.

The participants clearly felt that the Workshop had met its objectives. Whereas the participants had rated their previous knowledge of the principles of administrative management as "poor to good," they gave final ratings of "average to excellent" of personal benefit derived from subject matter discussed in the Workshop.

The participants' ratings of the Workshop as a whole were as follows:

Personal Benefit . . . . .	Very good
Application to Job . . . . .	Limited
Subject Matter . . . . .	Average
Work Group Activities . . . . .	Excellent
Simulation Exercise . . . . .	Some Value
Balance of Speakers . . . . .	Very Good
Time Utilization . . . . .	Controversial
Opportunity to Ask Questions . .	Very Good
Use of Visual Aids . . . . .	Good
Speakers' Effectiveness . . . . .	Very Good

Participants ranked those parts dealing with managerial decision making, communications, and knowing your job as a manager as most interesting. Those parts believed to be most practical were communications and decision-making.

With respect to methods of presentation, the participants agreed that (1) the lecture and group discussion, and (2) the lecture with role playing were the two methods that both fitted their interests and were of most practical value.

There was substantial dissatisfaction with the physical facilities that were provided for the Workshop sessions. It was indicated that the room, chairs, and temperature control could have been more satisfactory. Separate meeting rooms for the simulation exercise would have been desirable.

The agenda was thought to be too crowded. More free time should have been provided for exchange of views among participants. A less involved simulation exercise should be used. There should be more frequent breaks in sessions lasting two to three hours.

The Executive Secretary is to be commended for the excellent manner in which the Workshop was conducted.

C. Supplementary comment and evaluation by the committee.  
Since the committee felt commissioned to be particularly sensitive to its assignment, it has presented the following supplementary comments and suggestions:

1. There is overwhelming acceptance of the fact that this sort of Workshop permits and encourages self-appraisal and adjustment in order to become more effective in the participants' position.
2. This Workshop is so worthwhile, that it should be a continuing affair so that supervising personnel at the middle and upper grades can be motivated to self-education. Supervisors of this level should be afforded this opportunity at least every five years.
3. There were too many peripheral activities that required the time of the participants. These drew the limited energies and time from the main purpose of learning management principles.
4. It is generally felt that the benefits derived from the simulation exercise was not in proportion to the time and energy expended. Also that it was not sufficiently related to the overall TAM Workshop. It is recommended that it be modified in favor of a manageable exercise which relates to the purpose of the Workshop.
5. Some speakers monitored talks that preceded their presentations. This enhanced to a recognizable extent the continuity of their presentations.
6. A laboratory session similar to the last half portion of Dr. Eastin's presentation is so worthwhile that consideration should be given to making it a full session in future Workshops.
7. If "data processing" is becoming as important a subject as it appeared through side comments by the various speakers, consideration should be given to a separate session to cover its future impact on management.
8. In light of the time demands the Committee decided to use an evaluation summary which had been used at previous Workshops. The Committee feels that the overall evaluation questionnaire should be revised to obtain reaction to the pertinent aspects of the Workshop which can be used as a guide for future Workshops. In addition, we found it necessary to have participants prepare their evaluations before the

conclusion of the week's activities. This may have been the reason for the apparent inconsistencies in the participants' evaluation. The Committee feels the overall evaluation should be completed after the individual has returned to his home and has time to carefully consider and respond to the information requested.

Richard G. Schmitt, Jr., REA,  
Chairman  
Louis A. Hepfl, FS  
George B. Buller, SCS  
Edwin H. Matzen, CSS  
Odom Stewart, FHA  
John C. Cooper, Jr., B&F  
Charles Abramowitz, OGC



